



PL(Z)24-33

City of Greensboro Planning Department
Zoning Staff Report

City Council Hearing Date: February 18, 2025

GENERAL INFORMATION

APPLICANT Fox Rothschild and Forestar (USA) Real Estate Group, Inc. on behalf of Matthew and Jeremy Causey of the William M. Causey Jr. Estate

HEARING TYPE Annexation and Original Zoning Request

REQUEST County AG (Agricultural) to City CD-RM-8 (Conditional District - Residential Multi-family – 8)

CONDITIONS 1. Uses shall be limited to a **maximum of 180** single family dwellings and townhomes.

Note: The text above in bold was added at the January 21, 2025 City Council meeting before this item was continued to the February 18, 2025 City Council meeting.

LOCATION 2527 Nelson Farm Road and 3824 East Lee Street

PARCEL ID NUMBER(S) 7883718799 and 7883818820

PUBLIC NOTIFICATION The notification area for this public hearing was 750 feet (Chapter 30-4-1.4 of the Land Development Ordinance requires notification of the owner of that parcel of land and the owners of all parcels of land adjoining and contiguous to that parcel of land as shown on the County tax listing). **102** notices were mailed to those property owners in the mailing area.

TRACT SIZE 32.52 acres

TOPOGRAPHY Undulating

VEGETATION Mostly wooded

SITE DATA

Existing Use

Undeveloped

Adjacent Zoning

Adjacent Land Uses

N	County AG (Agricultural) and County RS-20 (Residential Single-family)	Single-family dwellings and undeveloped land
E	County AG (Agricultural) and City PUD (Planned Unit Development)	Single-family dwellings and undeveloped land
S	County AG (Agricultural) and City R-3 (Residential Single-family - 3)	Undeveloped land and I-85
W	County AG (Agricultural)	Single-family dwellings and undeveloped land

Zoning History

Case #	Effective Date	Request Summary
N/A	N/A	The subject property is not currently located in the City's jurisdiction.

ZONING DISTRICT STANDARDS

District Summary *

Zoning District	Existing	Requested
Designation:	(County AG)	(CD-RM-8)
Max. Density:	1 dwelling per acre	Up to 8 dwellings per acre
Typical Uses	Typical uses in the AG district include uses of an agricultural nature, including farm residences and farm tenant housing.	Typical uses in the RM-8 district include various residential uses with a maximum density of 8 dwelling units per acre.

**These regulations may not reflect all requirements for all situations; see the City of Greensboro Land Development Ordinance for all applicable regulations for site requirements for this zoning district.*

SPECIAL INFORMATION

Overlay District Ordinance/Historic Preservation

The subject site is not located within an overlay district.

The subject site is not:

- Located in a City of Greensboro Historic District or Heritage Community
- Designated as a Guilford County Landmark Property
- Recognized as a State of North Carolina Historic Site
- Listed in the National Register of Historic Places
- Located in a National Register Historic District

Environmental/Soils

Water Supply Watershed Site drains Lake MacIntosh WS-IV, Watersupply Watershed, Little Alamance Creek Sub-basin

Floodplains N/A

Streams Possible Non-Blue Line Stream features onsite. Non-Blue Line Stream features must be identified for possible stream buffers. Perennial streams and Intermittent streams require a 50' stream buffer measured from top of bank on each side. Show and label top of stream bank. Label zones with dimensions and restrictions within the buffer. "No BUA is allowed in the entire buffer" (see section LDO 30-12-3.9 for buffer restrictions). Show and label the different zones within the buffer (see LDO 30-12-3.9F for information about the different zones). Intermittent and Perennial streams that have no special flood hazard area must shall apply a non-encroachment area to the stream. Please show & label non-encroachment area (measured 30ft from top of bank or 5x's the width of the channel) for intermittent & perennial streams. See the Land Development Ordinance (LDO) Flood Damage Prevention, Chp.30-12-2.3F for description of requirements.

Other: Site is > 1 acre and must meet current watershed requirements, Water Quality and Water Quantity control must be addressed. Maximum BUA for High Density Development is 70% with sewer; Low Density is 24% with sewer. Water Quality must treat the first 1" of rainfall. Water Quantity Control must reduce the 1-yr, 2-yr & 10-yr, 24-hr storms to pre-development levels. State / Corps permits are required for any stream or wetland disturbance or crossing. All BUA must be treated by a State approved SCM.

Utilities (Availability)

Water is available on E Lee St. Sewer and will be available to the southwest of the property. A sewer outfall is in construction at 3921 Presbyterian Road to connect to Private Developer will need to extend water and sewer to City of Greensboro's Water and Sewer Design Standards.

Airport Overlay District & Noise Cone

N/A

Landscaping & Tree Conservation Requirements

The site is within the Scenic Corridor Overlay District 1 (SCOD1). SCOD1 buffer requirements for lots adjacent to the Urban Loop right-of-way are for a natural undisturbed buffer next to the right-of-way, with an average width of 50', a minimum width of 40', and a maximum width of 75 feet, along the portion of any lot adjacent to the highway right-of-way. If there are no existing canopy or understory trees within the buffer, or if existing trees are not adequate to provide screening equal to the required planting rate, then additional trees shall be planted to achieve screening equivalent to the required planting rate of 9 canopy trees and 12 understory trees per 100 l.f.

Street Yards:

Street planting yards must be installed abutting public street rights-of-way. The required street planting yard must have a minimum width of 10 feet (as measured from the outside edge of the right-of-way or the back of the sidewalk, whichever is further from the street centerline) and include at least 2 canopy trees and 17 shrubs per 100 linear feet of required street planting yard, not including allowed driveways.

Buffer Yards:

Adjacent to Single-Family uses: Type C buffer yard, with an average width of 15', a minimum width of 10', and a planting rate of 2 canopy trees, 3 understory trees, and 17 shrubs per 100 linear feet.

Adjacent to vacant lot / same LUC: 5' wide Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

Parking Lots:

When a parking lot or other vehicular use area abuts a vacant site or a site with the same land use classification as the subject site, a planting yard with a minimum width of 5 feet must be provided between the parking lot/vehicular use area and the abutting (interior) property line. This required planting area must be landscaped with at least 2 understory trees and 18 evergreen shrubs per 100 linear feet.

Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

Tree Conservation:

For 32.42 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

Transportation

Street Classification:	Nelson Farm Road – Collector Street. East Lee Street – Major Thoroughfare.
Site Access:	All access(es) must be designed and constructed to the City of Greensboro standards.
Traffic Counts:	East Lee Street AADT = 5,500 vpd (NCDOT, 2023).
Trip Generation:	24 Hour = 2,792, AM Peak Hour = 193, PM Peak Hour = 236.
Sidewalks:	Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk does not exist along the frontage of this property.
Transit in Vicinity:	No.
Traffic Impact Study: (TIS)	Yes, required per TIS Ordinance. Please see the end of this staff report for the Executive Summary of the <u>DRAFT</u> TIS.
Street Connectivity:	N/A.
Other:	N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **City CD-RM-8 (Conditional District - Residential Multi-family – 8)** zoning district would allow land uses that are compatible with the general character of the area.

GSO2040 Comprehensive Plan Policies

The requested **City CD-RM-8 (Conditional District - Residential Multi-family – 8)** zoning district would allow uses that are generally consistent with those currently on the property and described in the **Residential** future land use designation. The **GSO2040** Future Built Form Map designates this location as **Urban General**. The subject property is located in **Growth Tier 1** of the Growth Tiers Map. A portion of the subject property is also located in a **Scenic Corridor Overlay District (SCOD-1)**, which requires a 50 average undisturbed buffer for the portion of the property adjacent to the Greensboro Urban Loop.

GSO2040 Written Policies:

Filling In Our Framework – How we arrange our land uses for where we live, work, attend school, shop and enjoy our free time can create a more vibrant and livable Greensboro.

Goal C – People choose to live in Greensboro because every neighborhood is safe and has convenient access to first-rate schools, services, shopping, parks, and community facilities.

Strategy 2 – Invest in building and maintaining quality, accessible public recreation centers, libraries, neighborhood park facilities and other services to sustain livable neighborhoods.

Creating Great Places – Creating interesting and attractive places and vibrant public spaces in neighborhoods, across Greensboro, in downtown and with our historic resources.

Goal A – Greensboro’s citywide network of unique neighborhoods offer residents of all walks of life a variety of quality housing choices

Strategy 2 – Meet housing needs and desires with a sufficient and diverse supply of housing products, prices and locations.

GSO2040 Map Policies:**Future Land Use Map**

Future Land Uses: The future land uses from that that plan are described below.

Residential: Includes both single-and multi-family residential. Other uses should generally be in the scale of a Neighborhood- or a District- Scaled Activity Center as described in the Future Built Form Map, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences.

Future Built Form

Place Types: Areas that have a consistency of character, identity or purpose and that are most often bounded by corridors, natural features, or parks that create transition or separation from other neighborhoods that may not share the same characteristics.

Urban General should reflect these characteristics:

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Active Centers and along Mixed-Use corridors.

3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
4. Cut-through traffic is minimized.
5. New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
8. New sidewalks contribute to the completion of a sidewalk network.

Growth Tiers Map

Growth Tiers: areas outside Greensboro's city limits but inside the area in which the City can legally annex property and extend water and sewer services; this is called the Water Sewer Service Area (WSSA). Three tiers are delineated based on the cost to extend City services to the area, primarily water and sewer, solid waste collection, and Police and Fire protection, as well as long-term maintenance of City facilities. In Growth Tier 1, due to the nearby presence of existing City infrastructure, the City is able to extend services currently, if an annexation is requested; Tiers 2 and 3 will require significant City investment to serve.

Growth Tier 1: This is the area where infrastructure systems are in place, can be economically provided and/or will be proactively extended and where continued annexation and consolidation of the City's development pattern shall be encouraged over the next six years.

CONFORMITY WITH OTHER PLANS

City Plans

Sustainability Action Plan

Element 1) Transportation and Land Use:

Policy 1) Encourage increased density, a mix of land uses and more integrated links between transportation and land use through changes to Greensboro's Comprehensive Plan, Development Ordinance and other related plans.

Other Plans

N/A

STAFF ANALYSIS AND RECOMMENDATION

Community Outreach

Applicant is strongly encouraged to discuss this proposed original zoning and development with the surrounding community.

Staff Annexation Analysis

The subject property is currently located in the County. On September 1, 2020 the Planning and Zoning Commission assumed responsibility for reviewing annexation petitions and making a recommendation to City Council regarding annexation requests. Upon submittal of a valid annexation petition, Planning staff forwards annexation requests to City services providers. These service providers include Water Resources (water and sewer), Fire Marshal's Office, Police Department, and Solid Waste (trash and recycling services). Each service provider stated that infrastructure is in place to provide City services to this location. The Technical

Review Committee recommended approval of this annexation request at its December 2, 2024 meeting. The subject property is located within the Tier 1 Growth Area on the Growth Strategy map in the Comprehensive Plan. Since this property can be served by City utility providers, it is the City of Greensboro's policy to annex the property pending approval of the associated original zoning.

Staff Original Zoning Analysis

The subject properties are approximately 32.42 acres in total and are currently undeveloped. North of the request contains single-family dwellings and undeveloped land, zoned County AG (Agricultural) and County RS-20 (Residential Single-family). East of the request contains single-family dwellings and undeveloped land, zoned County AG (Agricultural) and City PUD (Planned Unit Development). South of the request contains undeveloped land and I-85, zoned County AG (Agricultural) and City R-3 (Residential Single-family - 3). West of the request contains single-family dwellings and undeveloped land, zoned County AG (Agricultural).

The proposed original zoning request supports both the Comprehensive Plan's Creating Great Places goal to expand Greensboro's citywide network of unique neighborhoods offering residents all walks of life a variety of quality housing choices and the Filling in Our Framework Big Idea to arrange our land uses for where we live, work, attend school, shop and enjoy our free time to create a more vibrant and livable Greensboro.

This property is currently designated Residential on the Comprehensive Plan's Future Land Use Map. The Residential designation includes both single-and-multi-family residential. Other uses should generally be in the scale of a Neighborhood- or a District- Scaled Activity Center as described in the Future Built Form Map, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences.

The Comprehensive Plan's Future Built Form Map currently designates this property as Urban General. Applicable characteristics of the Urban General classification include, but are not limited to the following:

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Active Centers and along Mixed-Use corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
4. Cut-through traffic is minimized.
5. New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
8. New sidewalks contribute to the completion of a sidewalk network.

The proposed CD-RM-8 (Conditional District - Residential Multi-family – 8), as conditioned, would limit uses to single-family dwellings and townhomes with an overall density not to exceed

8 dwelling units per acre. The proposed original zoning request allows uses that are similar to existing uses in the surrounding area. Care should be taken with respect to building orientation, building materials, building height, and visual buffers to ensure an appropriate transition to the lower density residential uses on adjacent properties.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (GSO2040), and is generally compatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **CD-RM-8 (Conditional District - Residential Multi-family – 8)** zoning district.

EXECUTIVE SUMMARY

The proposed Lee Street Residential Development is located south of East Lee Street and east of Nelson Farm Road in Greensboro, NC. It will consist of 78 single-family homes and 98 townhomes. One full movement access point is proposed on East Lee Street, and one full movement access point is proposed on Nelson Farm Road. The expected build-out year for this development is 2028. Per the Greensboro Department of Transportation (GDOT) guidelines, a study year of 2029 (build out plus one year) was used for analysis purposes. Information regarding the property was provided by BGE, Inc.

DAVENPORT was retained to determine the potential traffic impacts of this development and to identify transportation improvements that may be required to accommodate the impacts of the new development traffic.

The Transportation Impact Analysis (TIA) was performed based on the scope agreed upon with the North Carolina Department of Transportation (NCDOT) and Greensboro Department of Transportation (GDOT). This site has a trip generation potential of 2,792 daily trips, 193 trips in the AM peak hour, and 236 trips in the PM peak hour.

In conclusion, this study has determined the potential traffic impacts of this development and recommendations have been given where necessary to mitigate the impacts of future traffic. The analysis indicates that with the recommended improvements in place, the proposed site is not expected to have a detrimental effect on transportation capacity and mobility in the study area. The recommendations summarized in Figure A and in Table A should be constructed to comply with applicable NCDOT *Policy on Street and Driveway Access to North Carolina Highways* and local standards.

Table A – Recommended Improvements	
INTERSECTION	RECOMMENDATIONS
East Lee Street and Nelson Farm Road	<ul style="list-style-type: none"> No improvements are recommended.
East Lee Street and Lannigan Drive	<ul style="list-style-type: none"> No improvements are recommended.
East Lee Street and Youngs Mill Road	<ul style="list-style-type: none"> No improvements are recommended.
East Lee Street and Site Access 1	<ul style="list-style-type: none"> Construct an eastbound right-turn lane on East Lee Street with 75 feet of storage plus appropriate deceleration and taper. Design site drive according to applicable NCDOT and/or local standards.
Nelson Farm Road and Site Access 2	<ul style="list-style-type: none"> Shift driveway location to the north to improve sight distance. Design site drive according to applicable NCDOT and/or local standards.

